

GENERAL PLAN TABLE OF CONTENTS

Cover	
Executive Summary	iii
List of Effective Pages	xi
List of Resolutions and Ordinances Amending the General Plan	xiii
Resolution Disposition Table	xiv
Cross Index — Section to Resolution	xv
List of General Plan Goals and Policies	xvi

SECTION I — Introduction

A. Purpose of the General Plan	I-A-1
B. Preparation and Approach	I-B-1
C. Citizen Participation	I-C-1
D. History and Background	I-D-1
E. Countywide Goals	I-E-1
F. Implementation	I-F-1
1. Organization, Format and Structure	I-F1-1
2. Relationship to Other Documents	I-F2-1
3. Use and Amendment	I-F3-1
4. Annual Review and Update	I-F4-1
5. Annual Budget	I-F5-1
6. Financing Strategies & the Use of Fiscal Impact Analysis	I-F6-1
7. Coordinating Land Use Decisions	I-F7-1

SECTION II — Planning Issues

A. Natural Hazards	II-A-1
1. Geologic	II-A-1
a. Seismic	II-A1-4
b. Landslide/Mudslide	II-A1-11
c. Subsidence	II-A1-15
d. Volcanic Activity	II-A1-16
2. Flood	II-A2-1
3. Fire	II-A3-1
4. Wind and Erosion	II-A4-1
B. Man-made Hazards	II-B-1
1. Noise	II-B1-1
2. Aviation Safety	II-B2-1
3. Hazardous Waste/Materials	II-B3-1
C. Natural Resources	II-C-1
1. Biological	II-C1-1
2. Cultural/Paleontological	II-C2-1
3. Air Quality	II-C3-1
4. Water	II-C4-1

C. Natural Resources (Continued)

5. Open Space/Recreation/Scenic	II-C5-1
6. Soils/Agriculture	II-C6-1
7. Minerals	II-C7-1

D. Man-made Resources

1. Wastewater Systems	II-D1-1
2. Solid Waste Management	II-D2-1
3. Transportation/Circulation	II-D3-1
4. Energy/Telecommunications	II-D4-1
5. Housing/Demographics	II-D5-1
6. Land Use/Growth Management	II-D6-1
a. Location, Distribution and Intensity of Land Uses	II-D6-4
i. Official Land Use Districts	II-D6-8
ii. Improvement Standards	II-D6-32
iii. Maps	II-D6-38
b. Growth Management	II-D6-42
i. Growth Monitoring	II-D6-42
ii. Urban/Rural Service Boundaries	II-D6-44
iii. Intergovernmental Coordination	II-D6-51
iv. Infilling	II-D6-55

SECTION III — Regional/Subregional Planning Areas and Specific Plans

A. INTRODUCTION	III-A-1
B. VALLEY REGION	III-B1-1
West Valley Subregion	III-B1-1
East Valley Subregion	III-B2-1
C. MOUNTAIN REGION	III-C-1
D. DESERT REGION	III-D-1
Baker Subregional Planning Area (RSA 31)	III-D1-1
Barstow Subregional Planning Area (RSA 32a)	III-D2-1
Victor Valley Subregional Planning Area (RSA 32b)	III-D3-1
Morongo Basin Subregional Planning Area (RSA 33)	III-D4-1
Lower Colorado River Subregional Planning Area (RSA 34)	III-D5-1
E. SPECIFIC PLANS	III-E-1

SECTION IV — Glossary

GLOSSARY ITEMS	IV-A-1
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Note: Words that are **bold** in the text appear with their definitions in the Glossary.
Underlined text generally indicates a link to a specific section or subsection.

Executive Summary

The General Plan is a constitution for development. It utilizes both text delineating policy and maps to provide a guide for land use. It represents a city's or county's official position on development and resource management. The position is expressed in goals, policies and actions regarding the physical, social and economic environments, both now and in the long-range future (5 to 20 years). To meet the State mandate and be found legally adequate, the following must be true of the plan.

- The plan must include seven State-mandated elements: land use, housing, circulation, open space, conservation, noise and safety.
- The plan must be internally consistent (that is, the General Plan policies and mapping must not contradict themselves or each other).
- The policies must be specific enough for application.
- The zoning must be consistent with the plan.

The General Plan is primarily a policy document with the land use section a major component of the plan. The section's graphic display, in the form of a land use map, usually focuses the attention of all interested parties. Because the map illustrates the plan goals and policies, it should not stand in isolation. The map forms an integral part of the Plan. Any changes made must include revisions to all affected portions of the General Plan.

In San Bernardino County, several factors indicated that an update of the existing plan was appropriate:

- The General Plan was adopted in 1979. The State General Plan Guidelines say "the entire plan, including the basic policies, should be thoroughly reviewed at least every five years and revised as necessary to reflect new conditions, local attitudes, and political realities."
- The legal adequacy of the existing plan was challenged.
- Numerous changes in State law and court decisions required general plan responses. For instance:
 - Recent court decisions held that the general plan had to be specific.

- The plan's policies, data base and mapping had to permit clear and accurate application of General Plan policy at the parcel-specific level.
 - General Plan policy had to be more clearly linked with the systems that support and implement the Plan.
- There was a wealth of unused data resulting from inaccessibility. Many source documents needed centralization to provide an accessible, easy-to-use data base. A computerized data base, allowing flexibility and ease of use in the comparison of various data types, solved the problem.
- Pressures for the development of growth management techniques arose.
 - Adjacent jurisdictions considered growth management legislation that could have affected the County.
 - Jurisdictions and citizens within the County wanted growth management.

Accordingly, several objectives were established:

- To meet the requirements expressed in State and case law and produce a legally adequate Plan with internal consistency, consistency between the General Plan and the zoning and usable at the parcel-specific level;
- To maximize use of a computerized data base and mapping system allowing regular updating of the Plan.
- To create a master environmental assessment system that will make the environmental review process simpler and more effective.
- To make the Plan more regionally relevant, recognizing regional and community differences within the County;
- To create a usable plan that is clear, predictable and standardized.
- To design an official land use one-map system (combined zoning/general plan) to simplify the existing dual system.
- To incorporate growth management techniques.

The General Plan Update process started in early 1987. In an effort to provide substantive policies that could be tied to specific mapping where possible, information and documentation for the plan were compiled in a series of background reports addressing both mandated and optional issues:

- Geology
- Fire
- Flood
- Wind
- Noise
- Aviation Safety
- Hazardous Waste
- Water Supply
- Water Quality
- Air Quality
- Open Space/Recreation
- Soils/Agriculture
- Biological Resources
- Cultural and Paleontological Resources
- Minerals
- Wastewater
- Solid Waste
- Transportation/Circulation
- Energy/Telecommunications
- Housing

- Land Use

These reports provide supporting data for the policies. Many County departments' staffs provided assistance and coordination. The available computer data base, expanded through digitizing existing and new data, helped establish a continuously updatable program. This computerized data base also helped to generate policy.

The issues addressed in the background reports were organized into four major categories: Natural Hazards, Man-made Hazards, Natural Resources and Man-made Resources.

Assessment of the goals and policies of the existing Plan determined their relevancy, currency, specific application, and completeness. Internal inconsistencies were identified and corrected. A solid analytic foundation was generated by rewriting vague and nonspecific policies. The collected data base and analysis formed the basis of the policies.

Revision of the mapping system also occurred as a Map Atlas was produced. The Map Atlas includes all digitized mapping components. It serves as a companion document to the General Plan text, relating the Plan's policies and actions to specific areas and locations in the County. The Land Use Map forms the basis of the mapping depicting the Official Land Use Districts, a "one-map" land use system.

Staff explored the feasibility of establishing a one-map system to achieve consistency with zoning. The system provided a practical solution. In the one-map system, the existing zoning, Community Plan land use districts and the General Plan land use designations merged to form the 14 Official Land Use Districts (OLUDs). The OLUDs, policy-based in the General Plan, also form the mapped land use designations for the regulations found in the Development Code. Once merged, a simple conversion procedure was applied. Where consistency between zoning and the General Plan occurred, the zoning prevailed. However, where inconsistency between the zoning and the General Plan occurred, the General Plan prevailed. In this way, land use entitlements remained unaffected for most areas. (To explain further, if an inconsistency existed in the past, some kind of discretionary action would have been required. If a change is requested under the new system, the requirement is the same.) The elimination of consistency problems is a result of utilizing the "one-map" system for the General Plan and zoning. All existing community plan and specific plan modifiers and future regional and planning area modifiers are called out on the land use map so that those policies dealing with specific areas can be ascertained easily. This system has the added benefit of simplifying the more cumbersome aspects of the plan, making it more usable and clear. In addition, the text establishes locational criteria for each of the Official Land Use Districts to provide assurance of compatible uses for adjacent property owners and predictability for developers.

The Map Atlas also includes four sets of overlay maps. These maps include the Hazard Overlay Maps, the Transportation/Circulation Overlay Maps, the Natural Resources Overlay Maps, and the Infrastructure/Improvement Level Overlay Maps. The existing system of overlays was retained, improved and expanded. All of the overlay maps incorporate existing General Plan and Community Plan maps and new information in a digitized computer database for accurate and comprehensive mapping. Policies are tied to specific mapping, where possible, as follows:

- The Hazards Overlay Map covers seismic, landslide, flood, fire, noise and aviation safety areas.
- The Transportation/Circulation Overlay Map shows existing and proposed streets and highways.
- The Resources Overlay Map includes mineral resource zones, cultural, paleontological and biological resources; open space/recreation areas; agricultural preserves; and important farmlands. These maps will be manually kept until they can be incorporated into the computerized mapping system.
- The Infrastructure/Improvement Level Overlay Map includes two phases: informational mapping of waste disposal sites, sewage treatment plants, public schools (in unincorporated areas), and homeless shelters, and the Improvement Level Mapping System. The Improvement Level Mapping System does the following:
 - Matches the intensity and type of land use with necessary infrastructure development.
 - Makes existing County policy visible, consistent and predictable (as opposed to project by project requirements of infrastructure under past systems.)
 - Reflects the differences in the three major County regions: Valley, Mountain and Desert.
 - Bases mapping on existing land use, projected land use, and community lifestyle commitment.
 - Ensures provision of adequate services for development.
 - Protects community character.
 - Phases development logically.

- Provides a basis for Capital Improvement Programming.
- Receives support from the Infrastructure and Growth Monitoring components of the ongoing General Plan Update effort.
- The Infrastructure Overlay System assigns a number from one to five to all properties within the County, corresponding to the infrastructure requirements (paving, curb, gutter, sidewalk, streetlights, sewers, water purveyor, fire protection, etc.) necessary for development.

The overlays, when read with specific policies in the text, delineate the constraints to development that have been identified. In an attempt to recognize regional and community differences, a system of regional and area plans will be developed as a part of the ongoing plan efforts. The scale of planning, relating to these levels, ranges from 20,000 square miles (Countywide), to several hundred square miles (Regional Statistical Areas), to several thousand acres (Planning Areas), to a variety of project sizes of much smaller scale.

The Valley, Mountain and Desert regions of the County all contain unique natural resources. These regions consist of many communities and individual economic, social and environmental needs, values and conditions. Therefore, each of the Desert, Mountain and Valley sections will be broken down further into subregions: the eight RSA's combining areas into groupings that have common characteristics. Each RSA will discuss the issues/elements to the degree and specificity that they apply to that area. Each issue contains specific policies, and where possible, these are applicable to mapped overlays. A foundation section that describes the facts, assumptions and reasons for policy directives and implementing actions that follow comprise the policy sections. These policies are consistent with the Countywide goals. The RSA plans provide the detailed evaluation of specific land uses outside the scope of the initial update effort. A subset of the RSA plans will be comprised of the Planning Areas. Planning Areas include the old community plans, retaining special policies and modifiers unique to these areas, spheres of influence and other areas identified as requiring more intensive planning prior to development.

This Plan culminates a two year accelerated effort that allowed the major part of the General Plan Update to be completed. Certain refinements, however, will need to follow. This will include further refinement of the parcel specific inquiry and mapping system. Other improvements may also follow that will allow further utilization of the proposed system's capabilities. These refinements and improvements could continue over a five year period. Other projects of the ongoing update effort include a Countywide environmental data base system called the Master Environmental Assessment (MEA), the Infrastructure Assessment Program, and a Growth Monitoring and Forecasting System.

The Master Environmental Assessment establishes the current status or baseline of environmental resources from which to measure future projects and their respective effects. It may be used for future Initial Studies and Environmental Impact Reports (EIRs). Through the MEA, common environmental concerns and mitigation measures can be standardized. This continually updated system will allow for quicker preparation of California Environmental Quality Act (CEQA) documents which will be simpler and more efficient. Specifically, the proposed assessment system will include:

- A system that will facilitate quantification of cumulative impacts on a regional and project-level basis.
- Standardized, accepted mitigation measures that can be applied readily at the regional, community and project level.
- Documentation of known problem areas and accepted mitigation practices specific to each area.

An Infrastructure Assessment Program, utilizing the expanded data base, will be developed as part of the ongoing Update. It will attempt to track infrastructure facilities, correlating them with both the Infrastructure Overlay System and the Development and Growth Monitoring System. It will help formulate a Capital Improvement Program, which is a fiscal formula for land use infrastructure and services.

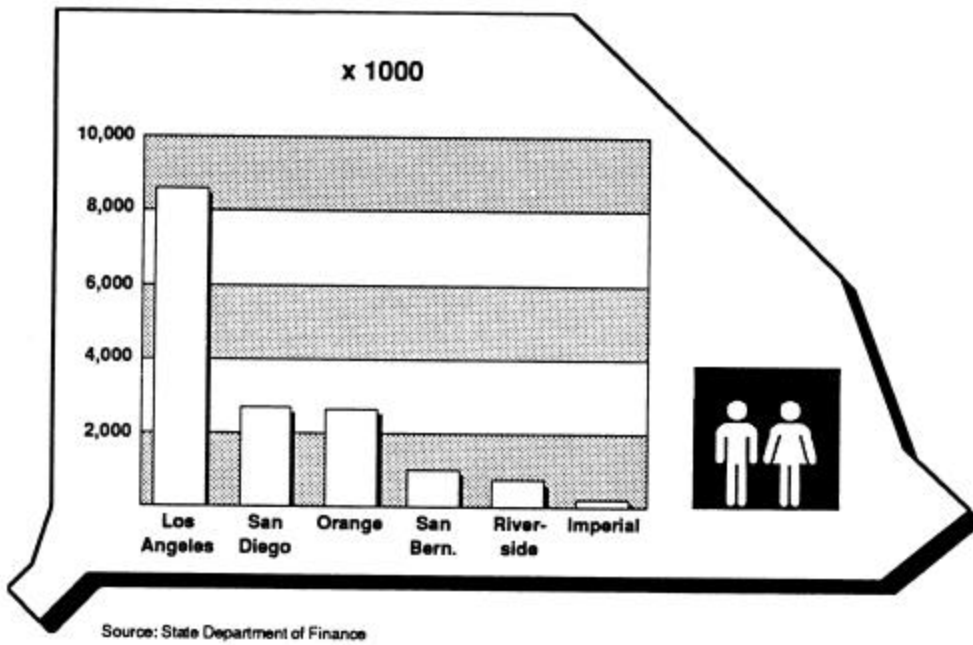
The Parcel Specific Inquiry System is another future component. With this system, all information relevant to a parcel could be retrieved via computer terminals at the front counter. The information found in the Map Atlas eventually will be contained in a completely computerized, interactive database that will allow for computer retrieval of all General Plan information pertaining to any parcel of land in the County.

The Development and Growth Monitoring and Forecasting System will allow continuous monitoring and response to the pressures of development throughout the County. By interfacing with the computerized data base, it will enable all components of the General Plan to be continually updated and responsive.

However, since the General Plan is not a regulatory document by itself, implementation must be carried out through a continuing series of ordinances, financing programs, capital improvement programs, and other official County actions. Swift enactment of these components will result in a more effective Plan.

If the system is regularly maintained, as called for by the policies in the Plan itself, and if the additional components of the ongoing Update program are completed, the plan will continue to serve as a useful guide to decision making. Comprehensive revision, such as the County has just completed, should never be necessary again.

In 1988, San Bernardino County was the fourth most populated county in Southern California



LIST OF EFFECTIVE PAGES

i		8-26-99	II-D4-9		2-7-90
ii		5-21-98	II-D4-10		7-1-89
iii	- x	7-1-89	II-D5-1	- II-D5-9	12-14-93
xi	- xx	8-26-99	II-D5-10	- II-D5-12	7-1-89
I-1	- I-E-2	7-1-89	II-D5-13		12-14-93
I-F-1		2-7-90	II-D5-14		7-1-89
I-F-2	- I-F1-2	7-1-89	II-D5-15		12-14-93
I-F1-3		8-14-91	II-D5-16		7-1-89
I-F1-4		7-1-89	II-D5-17	- II-D5-21	12-14-93
I-F1-5		4-17-91	II-D5-22	- II-D6-4	7-1-89
I-F1-6	- I-F2-1	7-1-89	II-D6-5		8-14-91
I-F2-2		4-17-91	II-D6-6	- II-D6-7	7-1-89
I-F2-3	- I-F2-4	7-1-89	II-D6-8		2-7-90
I-F3-1	- I-F3-2	5-13-99	II-D6-9		7-1-89
I-F4-1	- I-F5-2	7-1-89	II-D6-10		8-14-91
I-F6-1	- I-F7-1	2-7-90	II-D6-11		7-1-89
I-F7-2	- II-A1-4	7-1-89	II-D6-12		8-14-91
II-A1-5		4-17-91	II-D6-13	- II-D6-14	2-7-90
II-A1-6	- II-A1-7	7-1-89	II-D6-15		7-1-89
II-A1-8	- II-A1-10	4-17-89	II-D6-16	- II-D6-18	2-7-90
II-A1-11	- II-A2-1	7-1-89	II-D6-19	- II-D6-21	12-26-90
II-A2-2	- II-A2-3	8-14-91	II-D6-22		7-1-89
II-A2-4	- II-A2-5	7-1-89	II-D6-23	- II-D6-24	2-7-90
II-A2-6		8-14-91	II-D6-25		7-1-89
II-A2-7	- II-B1-12	7-1-89	II-D6-26	- II-D6-28	2-7-90
II-B2-1		12-14-93	II-D6-29		7-1-89
II-B2-2		7-1-89	II-D6-30	- II-D6-31	5-21-98
II-B2-3	- II-B2-6	12-14-93	II-D6-32	- II-D6-34	7-1-89
II-B3-1	- II-B3-20	4-17-91	II-D6-35	- II-D6-37	3-23-92
II-C-1	- II-C1-4	7-1-89	II-D6-38	- II-D6-39	7-1-89
II-C1-5	- II-C1-6	8-14-91	II-D6-40		8-14-91
II-C1-7	- II-C2-8	7-1-89	II-D6-41	- II-D6-45	7-1-89
II-C3-1	- II-C3-18	8-12-91	II-D6-46		12-26-90
II-C4-1	- II-C4-6	7-1-89	II-D6-47	- II-D6-48	8-26-99
II-C4-7		1-25-93	II-D6-49	- II-D6-51	7-1-89
II-C4-8	- II-C4-10	7-1-89	II-D6-52	- II-D6-56	8-26-99
II-C5-1	- II-C5-81	8-14-91	II-D6-57	- II-D6-58	7-1-89
II-C5-82		6-8-93	III-A-1		5-21-98
II-C5-83	- II-C5-109	8-14-91	III-A-2	- III-B1-1	7-1-89
II-C5-110	- II-C5-113	9-14-95	III-B1-2	- III-B1-3	5-21-98
II-C5-114		12-19-96	III-B1-4	- III-B1-7	7-1-89
II-C5-115	- II-C5-116	9-14-95	III-B1-8	- III-B1-10	12-19-96
II-C5-117	- II-C5-128	8-14-91	III-B1-11	- III-B1-18	7-1-89
II-C6-1	- II-C6-2	7-1-89	III-B1-19	- III-B1-20	5-21-98
II-C6-3		2-7-90	III-B1-21		7-1-89
II-C6-4	- II-C6-7	8-14-91	III-B1-22		8-18-94
II-C6-8	- II-C7-3	7-1-89	III-B1-23	- III-B1-24	7-1-89
II-C7-4		8-14-91	III-B1-25		8-26-99
II-C7-5	- II-C7-6	7-1-89	III-B1-26		7-1-89
II-D-1	- II-D-3	2-7-90	III-B1-27		8-14-91
II-D-4	- II-D2-3	7-1-89	III-B1-28		7-1-89
II-D2-4		11-23-93	III-B-1-29	- III-B1-31	8-14-91
II-D2-5	- II-D3-6	7-1-89	III-B1-32		7-1-89
II-D3-7	- II-D3-8	2-7-90	III-B1-33		8-18-94
II-D3-9	- II-D4-8	7-1-89	III-B1-34		7-1-89

LIST OF EFFECTIVE PAGES

III-B2-1		5-21-98	III-C-35	-	III-C-38	7-1-89		
III-B2-2	-	III-B2-12	7-1-89		III-C-39	4-12-93		
III-B2-13	-	III-B2-14	8-3-92		III-C-40	-	III-C-42	7-1-89
III-B2-15	-	III-B2-18	7-1-89		III-C-43	-	III-C-47	8-14-91
III-B2-19	-	III-B2-20	5-21-98		III-C-48	-	III-D-2	7-1-89
III-B2-21	-	III-B2-22	7-1-89		III-D-3	-	III-D-4	8-14-91
III-B2-23	-	III-B2-24	8-14-91		III-D-5			2-7-90
III-B2-25	-	III-B2-29	7-1-89		III-D-6	-	III-D3-12	7-1-89
III-B2-30		8-26-99	III-D3-13	-	III-D3-24			12-26-90
III-B2-31	-	III-B2-32	5-21-98		III-D3-25	-	III-D3-28	7-1-89
III-B2-33	-	III-B2-34	7-1-89		III-D3-29	-	III-D3-34	12-19-96
III-B2-35	-	III-B2-36	8-14-91		III-D4-1	-	III-D4-8	7-1-89
III-B2-37	-	III-B2-40	7-1-89		III-D4-9			8-14-91
III-B2-41	-	III-B2-43	8-14-91		III-D4-10	-	III-D4-18	7-1-89
III-B2-44	-	III-C-3	7-1-89		III-D4-19	-	III-D4-20	8-14-91
III-C-4		8-14-91	III-D4-21	-	III-D5-4			7-1-89
III-C-5	-	III-C-6	7-1-89		III-E-1	-	III-E-4	5-21-98
III-C-7		8-14-91	IV-1	-	IV-3			7-1-89
III-C-8	-	III-C-12	7-1-89		IV-4			8-14-91
III-C-13	-	III-C-14	8-14-91		IV-5			7-1-89
III-C-15	-	III-C-16	7-1-89		IV-6	-	IV-10	8-14-91
III-C-17	-	III-C-19	8-14-91		IV-11	-	IV-12	7-1-89
III-C-20	-	III-C-23	7-1-89		IV-13	-	IV-15	8-14-91
III-C-24		8-14-91	IV-16					7-1-89
III-C-25	-	III-C-31	7-1-89		IV-17	-	IV-22	8-14-91
III-C-32	-	III-C-34	9-12-96					

LIST OF RESOLUTIONS AMENDING THE GENERAL PLAN TEXT AND MAPS

Cycle Number	Resolution Number	Date of Adoption	Effective Date	Cycle Number	Resolution Number	Date of Adoption	Effective Date
2/89*	89-181	6-12-89	7-1-89	3/94*	94-266	12-20-94	12-20-94
3/89*	89-405	12-18-89	2-7-90	1/95	95-106	5-2-95	6-1-95
1/90	90-191	4-30-90	5-30-90	2/95*	95-192	8-15-95	9-14-95
2/90*	90-334	7-9-90	8-15-90	3/95	Rail Cycle		
3/90*	90-461	11-19-90	12-26-90	4/95	95-299	12-29-95	1-18-96
1/91*	91-79	3-11-91	4-17-91	1/96	96-13	1-23-96	2-22-96
2/91*	91-243	7-15-91	8-14-91	2/96*	96-206	8-13-96	9-12-96
AQ*	91-278	8-12-91	8-12-91	3/96*	96-279	11-19-96	12-19-96
3/91	91-340	10-21-91	11-20-91	1/97	97-60	3-25-97	4-24-97
4/91	91-394	12-9-91	12-9-91	2/97	97-175	8-19-97	9-18-97
1/92*	92-62	3-23-92	3-23-92	3/97	97-253	12-16-97	1-15-98
2/92*	92-186	8-3-92	8-3-92	1/98*	98-73	4-21-98	5-21-98
3/92	92-264	11-23-92	11-23-92	1/98S	98-106	6-2-98	7-2-98
WA*	93-12	1-25-93	1-25-93	2/98	98-200	9-29-98	10-29-98
1/93*	93-80	4-12-93	4-12-93	3/98	98-252	12-15-98	1-14-98
OR*	93-135	6-8-93	6-8-93	1/99*	99-94	4-13-99	5-13-99
2/93	93-221	7-27-93	7-27-93	2-99*	99-175	7-27-99	8-26-99
3/93*	93-332	11-23-93	11-23-93	3-99	99-251	10-26-99	11/25/99
4/93*	93-340	12-14-93	12-14-93				
1/94*	94-158	7-19-94	8-18-94				
2/94*	94-173	8-16-94	9-15-94				

* Text amendments included

LIST OF ORDINANCES AMENDING THE GENERAL PLAN MAPS

Cycle Number	Ordinance Number	Date of Adoption	Effective Date	Cycle Number	Ordinance Number	Date of Adoption	Effective Date
2/89	3339	6-12-89	7-1-89	3/94	3593	12-20-94	12-20-94
3/89	3375	12-18-89	2-7-90	1/95	3605	5-2-95	6-1-95
1/90	3389	4-30-90	5-30-90	2/95	3613	8-15-95	9-14-95
2/90	3405	7-9-90	8-15-90	3/95	Rail Cycle		
3/90	3422	11-19-90	12-26-90	4/95	3633	12-29-95	1-18-96
1/91	3434	3-11-91	4-17-91	1/96	3637	1-23-96	2-22-96
2/91	3450	7-15-91	8-14-91	2/96	3661	8-13-96	9-12-96
3/91	3469	10-21-91	11-20-91	3/96	3676	11-19-96	12-19-96
4/91	3477	12-9-91	12-9-91	1/97	3685	3-25-97	4-24-97
1/92	3487	3-23-92	3-23-92	2/97	3690	8-19-97	9-18-97
2/92	3503	8-3-92	8-3-92	3/97	3705	12-16-97	1-15-98
3/92	3519	11-23-92	11-23-92	1/98	3720	4-21-98	5-21-98
1/93	3539	4-12-93	4-12-93	1/98S	3725	6-2-98	7-2-98
2/93	3552	7-27-93	7-27-93	2/98	3735	9-29-98	10-29-98
3/93	3568	11-23-93	11-23-93	3/98	3744	12-15-98	1-14-98
4/93	3574	12-14-93	12-14-93	1/99	3754	4-13-99	5-13-99
1/94	3582	7-19-94	8-18-94	2-99	3767	7-27-99	8-26-99
2/94	3583	8-16-94	9-15-94	3-99	3778	10-26-99	11-25-99

RESOLUTION DISPOSITION TABLE

Resolution Disposition

Resolution Disposition

89-181	Entire General Plan
89-405	I-F6; I-F7; I-F3; II-C5 (OR-58) II-C6; II-D; II-D3; II-D4 (ET-14); II-D6 (LU-5; LU-10h); III-D
90-334	I-F3; II-D6 (LU-9)
90-461	II-D6; III-D3
91-243	II-D2; II-C5
92-62	II-D6
92-186	III-B2
93-80	III-C
93-332	II-D2; II-C5 (OR-58)
93-340	II-B2
94-158	III-B1
94-173	II-C5 (OR-58)
94-266	II-C5 (OR-58)
95-192	II-C5 (OR-58)
96-206	III-C
96-279	II-C5 (OR-58); III-B1; III-D-3
98-73	II-D6; III-A; III-B1; III-B2; III-E
99-94	I-F3
99-175	II-D6; III-B1; III-B2

CROSS INDEX — SECTION TO RESOLUTION

<i>Section</i>	<i>Resolution</i>	<i>Section</i>	<i>Resolution</i>
I	89-181; 89-405; 90-334; 99-94	III-A	89-181; 98-73
II-A	89-181	III-B	89-181; 98-73; 92-186; 94-158; 96-279; 98-73; 99-175
II-A1	89-181	III-C	89-181; 89-405; 93-80; 93-80; 96-206
II-A2	89-181	III-D	89-181; 89-405; 90-461; 96-279
II-A3	89-181	III-E	89-181; 98-73
II-A4	89-181	III	89-181
II-B	89-181		
II-B1	89-181		
II-B2	89-181; 93-340		
II-B3	89-181		
II-C	89-181		
II-C1	89-181		
II-C2	89-181		
II-C3	89-181		
II-C4	89-181		
II-C5	89-181; 91-243; 91-278; 93-12; 93-135; 93-332; 94-173; 95-192; 94-266; 96-279		
II-C6	89-181; 89-405		
II-C7	89-181		
II-D	89-181; 89-405		
II-D1	89-181		
II-D2	89-181; 91-243; 93-332		
II-D3	89-181; 89-405		
II-D4	89-181; 89-405		
II-D5	89-181		
II-D6	89-181; 89-405; 90-334; 90-461; 92-62; 98-73; 99-175		

List of General Plan Goals and Policies

Section/Issue	Goals	Policies	Page	Section/Issue	Goals	Policies	Page
Countywide	1		I-E-1	Fire		FR-1	II-A3-1
	2		I-E-1			FR-2	II-A3-3
	3		I-E-1			FR-3	II-A3-4
	4		I-E-1			FR-4	II-A3-4
	5		I-E-1	Wind/Erosion			
	6		I-E-1			WE-1	II-A4-1
	7		I-E-1			WE-2	II-A4-2
	8		I-E-1			WE-3	II-A4-2
	9		I-E-1			WE-4	II-A4-3
	10		I-E-1			WE-5	II-A4-3
	11		I-E-1	Man-made Hazards			
	12		I-E-1		B-1		II-B-1
	13		I-E-2		B-2		II-B-1
Natural Hazards	A-1		II-A-1		B-3		II-B-1
	A-2		II-A-1		B-4		II-B-1
	A-3		II-A-1	Noise			
	A-4		II-A-1		B-5		II-B1-5
Geologic					B-6		II-B1-5
					B-7		II-B1-5
		GE-1	II-A1-1			NO-1	II-B1-6
		GE-2	II-A1-2			NO-2	II-B1-8
		GE-3	II-A1-2			NO-3	II-B1-8
		GE-4	II-A1-3			NO-4	II-B1-9
		GE-5	II-A1-3			NO-5	II-B1-11
		GE-6	II-A1-5			NO-6	II-B1-11
		GE-7	II-A1-5	Aviation Safety			
		GE-8	II-A1-5			AV-1	II-B2-1
		GE-9	II-A1-7			AV-2	II-B2-6
		GE-10	II-A1-8			AV-3	II-B2-6
		GE-11	II-A1-9	Hazardous Waste/Materials			
		GE-12	II-A1-11				
		GE-13	II-A1-11		B-8		II-B3-2
		GE-14	II-A1-11		B-9		II-B3-2
		GE-15	II-A1-12		B-10		II-B3-2
		GE-16	II-A1-13		B-11		II-B3-2
		GE-17	II-A1-15		B-12		II-B3-2
		GE-18	II-A1-16		B-13		II-B3-2
Flood					B-14		II-B3-2
		FL-1	II-A2-1		B-15		II-B3-2
		FL-2	II-A2-3		B-16		II-B3-3
		FL-3	II-A2-4		B-17		II-B3-3
		FL-4	II-A2-4		B-18		II-B3-3
		FL-5	II-A2-5		B-19		II-B3-3
		FL-6	II-A2-5			HW-1	II-B3-3
		FL-7	II-A2-5			HW-2	II-B3-3
		FL-8	II-A2-6			HW-3	II-B3-4
		FL-9	II-A2-6			HW-4	II-B3-4
		FL-10	II-A2-7			HW-5	II-B3-4
		FL-11	II-A2-7			HW-6	II-B3-12

List of General Plan Goals and Policies

Section/Issue	Goals	Policies	Page	Section/Issue	Goals	Policies	Page
		HW-7	II-B3-12	Air Quality			
		HW-8	II-B3-12		C-14		II-C3-3
		HW-9	II-B3-13			AQ-1	II-C3-3
		HW-10	II-B3-13			AQ-2	II-C3-3
		HW-11	II-B3-13			AQ-3	II-C3-3
		HW-12	II-B3-13			AQ-4	II-C3-4
		HW-13	II-B3-14			AQ-5	II-C3-4
		HW-14	II-B3-14		C-15		II-C3-5
		HW-15	II-B3-14			AQ-6	II-C3-5
		HW-16	II-B3-14			AQ-7	II-C3-7
		HW-17	II-B3-15			AQ-8	II-C3-8
		HW-18	II-B3-16			AQ-9	II-C3-8
		HW-19	II-B3-16			AQ-10	II-C3-9
		HW-20	II-B3-17			AQ-11	II-C3-9
		HW-21	II-B3-17			AQ-12	II-C3-9
		HW-22	II-B3-17			AQ-13	II-C3-10
		HW-23	II-B3-17			AQ-14	II-C3-10
		HW-24	II-B3-18			AQ-15	II-C3-11
		HW-25	II-B3-18			AQ-16	II-C3-11
		HW-26	II-B3-18			AQ-17	II-C3-12
						AQ-18	II-C3-12
Natural Resources	C-1		II-C-2		C-16		II-C3-12
	C-2		II-C-2			AQ-19	II-C3-13
	C-3		II-C-2			AQ-20	II-C3-13
	C-4		II-C-2			AQ-21	II-C3-13
Biological					C-17		II-C3-13
						AQ-22	II-C3-14
	C-5		II-C1-4			AQ-23	II-C3-14
	C-6		II-C1-4			AQ-24	II-C3-15
	C-7		II-C1-4			AQ-25	II-C3-16
	C-8		II-C1-4		C-18		II-C3-16
	C-9		II-C1-4			AQ-26	II-C3-16
		BI-1	II-C1-4			AQ-27	II-C3-17
		BI-2	II-C1-5		C-19		II-C3-17
		BI-3	II-C1-6			AQ-28	II-C3-17
		BI-4	II-C1-6			AQ-29	II-C3-18
		BI-5	II-C1-6			AQ-30	II-C3-18
		BI-6	II-C1-7				
				Water			
Cultural/Paleontoloic					C-20		II-C4-3
					C-21		II-C4-3
	C-10		II-C2-2		C-22		II-C4-3
	C-11		II-C2-2		C-23		II-C4-3
	C-12		II-C2-2		C-24		II-C4-3
		CP-1	II-C2-3		C-25		II-C4-3
		CP-2	II-C2-3		C-26		II-C4-3
		CP-3	II-C2-4		C-27		II-C4-3
		CP-4	II-C2-4		C-28		II-C4-3
		CP-5	II-C2-5		C-29		II-C4-3
	C-13		II-C2-6			WA-1	II-C4-3
		CP-6	II-C2-6			WA-2	II-C4-4
						WA-3	II-C4-5
						WA-4	II-C4-6

List of General Plan Goals and Policies

Section/Issue	Goals	Policies	Page	Section/Issue	Goals	Policies	Page
		WA-5	II-C4-6			OR-31	II-C5-84
		WA-6	II-C4-6			OR-32	II-C5-84
		WA-7	II-C4-8			OR-33	II-C5-85
		WA-8	II-C4-8			OR-34	II-C5-85
		WA-9	II-C4-10			OR-35	II-C5-85
						OR-36	II-C5-85
						OR-37	II-C5-85
						OR-38	II-C5-86
Open Space/Recreation/Scenic							
General Open Space		OR-1	II-C5-7	Managed Production		OR-39	II-C5-90
		OR-2	II-C5-8			OR-40	II-C5-90
		OR-3	II-C5-8			OR-41	II-C5-90
Coordinating Open Space		OR-4	II-C5-17			OR-42	II-C5-90
		OR-5	II-C5-18			OR-43	II-C5-91
		OR-6	II-C5-18			OR-44	II-C5-91
Trails				Recreation			
	C-30		II-C5-41		C-42		II-C5-99
	C-31		II-C5-41		C-43		II-C5-99
	C-32		II-C5-41		C-44		II-C5-99
	C-33		II-C5-41		C-45		II-C5-99
		OR-7	II-C5-42		C-46		II-C5-99
		OR-8	II-C5-43		C-47		II-C5-99
		OR-9	II-C5-45		C-48		II-C5-99
		OR-10	II-C5-51		C-49		II-C5-99
		OR-11	II-C5-52		C-50		II-C5-99
		OR-12	II-C5-53		C-51		II-C5-99
		OR-13	II-C5-54		C-52		II-C5-99
		OR-14	II-C5-54		C-53		II-C5-99
Preservation					C-54		II-C5-99
	C-34		II-C5-78			OR-45	II-C5-100
	C-35		II-C5-78			OR-46	II-C5-101
	C-36		II-C5-78			OR-47	II-C5-102
	C-37		II-C5-78			OR-48	II-C5-103
	C-38		II-C5-78			OR-49	II-C5-103
	C-39		II-C5-78	Scenic Resources			
	C-40		II-C5-78		C-55		II-C5-106
	C-41		II-C5-78		C-56		II-C5-106
		OR-15	II-C5-79		C-57		II-C5-106
		OR-16	II-C5-79			OR-50	II-C5-106
		OR-17	II-C5-79			OR-51	II-C5-107
		OR-18	II-C5-79			OR-52	II-C5-109
		OR-19	II-C5-80			OR-53	II-C5-109
		OR-20	II-C5-80			OR-54	II-C5-109
		OR-21	II-C5-80			OR-55	II-C5-109
		OR-22	II-C5-81			OR-56	II-C5-109
		OR-23	II-C5-81			OR-57	II-C5-109
		OR-24	II-C5-81			OR-58	II-C5-110
		OR-25	II-C5-82	Public Health and Safety			
		OR-26	II-C5-83		C-58		II-C5-124
		OR-27	II-C5-83			OR-59	II-C5-124
		OR-28	II-C5-84			OR-60	II-C5-124
		OR-29	II-C5-84			OR-61	II-C5-124
		OR-30	II-C5-84			OR-62	II-C5-124

List of General Plan Goals and Policies

Section/Issue	Goals	Policies	Page	Section/Issue	Goals	Policies	Page
		OR-63	II-C5-125			SW-1	II-D2-5
		OR-64	II-C5-126			SW-2	II-D2-5
		OR-65	II-C5-126			SW-3	II-D2-6
		OR-66	II-C5-126			SW-4	II-D2-6
		OR-67	II-C5-126			SW-5	II-D2-6
		OR-68	II-C5-126			SW-6	II-D2-7
		OR-69	II-C5-126				
		OR-70	II-C5-127				
Soils/Agriculture				Transportation/Circulation			
	C-51		II-C6-3		D-14		II-D3-6
	C-52		II-C6-3		D-15		II-D3-7
		SA-1	II-C6-3		D-16		II-D3-7
		SA-2	II-C6-3		D-17		II-D3-7
		SA-3	II-C6-7		D-18		II-D3-7
		SA-4	II-C6-7		D-19		II-D3-7
					D-20		II-D3-7
Minerals					D-21		II-D3-7
	C-53		II-C7-2		D-22		II-D3-7
		MR-1	II-C7-2		D-23		II-D3-7
		MR-2	II-C7-3		D-24		II-D3-7
		MR-3	II-C7-4		D-25		II-D3-7
		MR-4	II-C7-5		D-26		II-D3-7
		MR-5	II-C7-6		D-27		II-D3-7
					D-28		II-D3-7
Man-made Hazards					D-29		II-D3-8
	D-1		II-D-1		D-30		II-D3-8
	D-2		II-D-1			TC-1	II-D3-8
	D-3		II-D-1			TC- 2	II-D3-11
	D-4		II-D-1			TC- 3	II-D3-12
						TC- 4	II-D3-13
Wastewater Systems						TC- 5	II-D3-13
	D-5		II-D1-3			TC- 6	II-D3-14
	D-6		II-D1-3			TC-7	II-D3-15
	D-7		II-D1-3			TC- 8	II-D3-15
	D-8		II-D1-3			TC- 9	II-D3-18
	D-9		II-D1-3			TC- 10	II-D3-18
		WW-1	II-D1-3			TC- 11	II-D3-18
		WW-2	II-D1-4			TC- 12	II-D3-18
		WW-3	II-D1-4				
		WW-4	II-D1-5	Energy/Telecommunications			
		WW-5	II-D1-5		D-30		II-D4-2
		WW-6	II-D1-5		D-31		II-D4-2
		WW-7	II-D1-6		D-32		II-D4-2
		WW-8	II-D1-6		D-33		II-D4-2
		WW-9	II-D1-7		D-34		II-D4-3
		WW-10	II-D1-7		D-35		II-D4-3
					D-36		II-D4-3
					D-37		II-D4-3
Solid Waste Management					D-38		II-D4-3
	D-9		II-D2-4			ET- 1	II-D4-3
	D-10		II-D2-4			ET- 2	II-D4-3
	D-11		II-D2-5			ET- 3	II-D4-4
	D-12		II-D2-5			ET- 4	II-D4-4
	D-13		II-D2-5				

List of General Plan Goals and Policies

Section/Issue	Goals	Policies	Page	Section/Issue	Goals	Policies	Page
		ET- 5	II-D4-5			LU- 8	II-D6-50
		ET- 6	II-D4-5		D-58		II-D6-52
		ET- 7	II-D4-5		D-59		II-D6-52
		ET- 8	II-D4-6		D-60		II-D6-52
		ET- 9	II-D4-6		D-61		II-D6-52
		ET- 10	II-D4-6			LU- 9	II-D6-52
		ET- 11	II-D4-7			LU- 10	II-D6-54
		ET- 12	II-D4-8		D-62		II-D6-55
		ET- 13	II-D4-8			LU- 11	II-D6-56
		ET- 14	II-D4-9				
Housing/Demographics				Planning Areas/Specific Plans			
	D-39		II-D5-9	West Valley			III-B1-2
	D-40		II-D5-9	Fontana			III-B1-9
	D-41		II-D5-9	West Valley Foothills			III-B1-23
	D-42		II-D5-9				
	HE-1		II-D5-10	East Valley			
	HE-2		II-D5-10	Redlands			III-B2-13
	HE-3		II-D5-12	Bloomington			III-B2-23
	HE-4		II-D5-12	East Loma Linda/ West Redlands			III-B2-29
	HE-5		II-D5-13	Oak Glen			III-B2-35
	HE-6		II-D5-15	Yucaipa			III-B2-41
	HE-7		II-D5-15				
	HE-8		II-D5-16	Mountains			III-C-4
	HE-9		II-D5-17	Bear Valley			III-C-13
	HE-10		II-D5-17	Crest Forest			III-C-31
	HE-11		II-D5-18	Hilltop			III-C-35
	HE-12		II-D5-19	Lake Arrowhead	III-C-39		
	HE-13		II-D5-19	Lytle Creek			III-C-43
Land Use/Growth Management				Desert			III-D-3
	D-43		II-D6-4	Baker Sub-region			III-D1-1
	D-44		II-D6-4	Barstow Sub-region			III-D2-1
	D-45		II-D6-4	Victor Valley Sub-region			III-D3-3
	D-46		II-D6-4	Phelan			
	D-47		II-D6-4		PH/LU-1		III-D3-15
	D-48		II-D6-4		PH/LU-2		III-D3-15
	D-49		II-D6-4		PH/LU-3		III-D3-15
	D-50		II-D6-4		PH/LU-4		III-D3-15
	LU-1		II-D6-5		PH/LU-5		III-D3-15
	LU-2		II-D6-5		PH/LU-6		III-D3-16
	LU- 3		II-D6-6		PH/LU-7		III-D3-16
	LU- 4		II-D6-7		PH/LU-8		III-D3-16
	LU- 5		II-D6-8		PH/LU-9		III-D3-16
	D-51		II-D6-43		PH/LU-10		III-D3-16
	D-52		II-D6-43		PH/LU-11		III-D3-16
	LU- 6		II-D6-43		PH/LU-12		III-D3-16
	D-53		II-D6-47		PH/LU-13		III-D3-16
	D-54		II-D6-47				
	D-55		II-D6-47				
	D-56		II-D6-47				
	D-57		II-D6-47				
	LU- 7		II-D6-47				

List of General Plan Goals and Policies

Section/Issue	Goals	Policies	Page	Section/Issue	Goals	Policies	Page
		PH/LU-14	III-D3-17				
		PH/LU-15	III-D3-17				
		PH/LU-16	III-D3-17				
		PH/LU-17	III-D3-17				
		PH/LU-18	III-D3-17				
		PH/LU-19	III-D3-18				
		PH/LU-20	III-D3-18				
		PH/WA-1	III-D3-18				
		PH/WA-2	III-D3-18				
		PH/WA-3	III-D3-19				
		PH/WA-4	III-D3-19				
		PH/WA-5	III-D3-19				
		PH/WA-6	III-D3-19				
		PH/WA-7	III-D3-19				
		PH/WA-8	III-D3-20				
		PH/WA-9	III-D3-20				
		PH/WA-10	III-D3-20				
		PH/WA-11	III-D3-20				
		PH/WA-12	III-D3-20				
		PH/WA-13	III-D3-20				
		PH/WA-14	III-D3-20				
		PH/BI-1	III-D3-20				
		PH/BI-2	III-D3-21				
		PH/BI-3	III-D3-21				
		PH/BI-4	III-D3-21				
		PH/BI-5	III-D3-21				
		PH/BI-6	III-D3-21				
		PH/TC-1	III-D3-22				
		PH/TC-2	III-D3-22				
		PH/TC-3	III-D3-22				
		PH/TC-4	III-D3-23				
	Lucerne Valley						
		LV/LU-1	III-D3-31				
		LV/LU-2	III-D3-31				
		LV/LU-3	III-D3-31				
		LV/LU-4	III-D3-32				
		LV/LU-5	III-D3-32				
		LV/LU-6	III-D3-32				
	Morongo Basin Sub-region		III-D4-3				
	Joshua Tree		III-D4-9				
	Morongo Valley		III-D4-15				
	Twentynine Palms		III-D4-19				
	Yucca Valley		III-D4-23				
	Lower Colorado Sub-region		III-D5-1				

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REGISTRATION FORM

January 2000 — June 2001

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SAN BERNARDINO COUNTY
LAND USE SERVICES DEPARTMENT
385 N. Arrowhead Avenue, Third Floor
San Bernardino, CA 92415-0182
(909) 387-4221

Name _____

Title _____

Organization _____

Address _____

Phone _____

